

Date of Hearing: April 10, 2019

ASSEMBLY COMMITTEE ON EDUCATION  
Patrick O'Donnell, Chair  
AB 30 (Holden) – As Amended March 7, 2019

**[Note: This bill is double referred to the Assembly Higher Education Committee and was heard by that Committee on March 6, 2019.]**

**SUBJECT:** Community colleges: College and Career Access Pathways partnerships

**SUMMARY:** Streamlines the process for developing College and Career Access Pathways (CCAP) partnerships, in part by: changing the conditions of how CCAP partnership agreements may be adopted; authorizing high school pupils to complete only one community college application for the duration of their attendance; changing the due date the California Community Colleges (CCC) Chancellor submits the CCAP partnership summary report; and, extending the sunset of the CCAP partnership program. Specifically, **this bill:**

- 1) Deletes the requirement that a governing board of a district must first have an informational item presented on a CCAP partnership agreement, at an open public meeting of the board, prior to an open public meeting of the board whereby the board can vote on the CCAP partnership agreement.
- 2) Specifies that units completed by a pupil pursuant to a CCAP agreement may count towards determining a pupil's registration priority for enrollment and course registration at a community college.
- 3) Changes the due date for the CCC Chancellor's CCAP partnership summary report from January 1, 2021, to January 1, 2020.
- 4) Requires the CCC Chancellor, on or before July 31, 2020, to revise the special part-time student application process to allow pupils to complete one application for the duration of their attendance at a community college as a special part-time student participating in a CCAP partnership agreement.
- 5) Requires a summary report that includes an evaluation of the CCAP partnerships be provided to the Legislature, Director of Finance and the Superintendent of Public Instruction (SPI) on or before January 1, 2020.
- 6) Extends the CCAP sunset from January 1, 2022, to January 1, 2027.
- 7) Makes various findings and declarations regarding the significance of dual enrollment.
- 8) Makes clarifying and technical changes to existing law.

**EXISTING LAW:**

- 1) Authorizes the governing board of a community college district (CCD) to enter into a CCAP partnership with the governing board of a school district or the governing body of a charter school for the purpose of offering or expanding dual enrollment opportunities for pupils who may not already be college bound or who are underrepresented in higher education, with the

goal of developing seamless pathways from high school to community college for career technical education or preparation for transfer, improving high school graduation rates, or helping high school pupils achieve college and career readiness.

- a) Permits a participating CCD to enter into a CCAP partnership with a school district or charter school partner that is governed by a CCAP partnership agreement approved by the governing boards of both districts. As a condition of, and before adopting, a CCAP partnership agreement, the governing board of each district, at an open public meeting of that board, must present the dual enrollment partnership agreement as an informational item. The governing board of each district, at a subsequent open public meeting of that board, must take comments from the public and approve or disapprove the proposed agreement.
  - b) Requires the Chancellor to prepare a summary report that includes an evaluation of the CCAP partnerships, an assessment of trends in the growth of special admits systemwide and by campus, and recommendations for program improvements on or before January 1, 2021. The annual report required must be transmitted to the Legislature, the Department of Finance (DOF) and the SPI.
  - c) Repeals the requirements on January 1, 2022. (Education Code Section 76004)
- 2) Authorizes the governing board of a school district, upon recommendation of the principal of a student's school of attendance, and with parental consent, to authorize a student who would benefit from advanced scholastic or vocational work to attend a community college as a special part-time or full-time student. (Education Code Section 48800, et seq.)
  - 3) Requires the CCC Chancellor's Office to report to the DOF and Legislature annually on the amount of full-time equivalent students (FTES) claimed by each CCC district for high school pupils enrolled in non-credit, non-degree applicable, and degree applicable courses; and provides that, for purposes of receiving state apportionments, CCC districts may only include high school students within the CCC district's report on FTES if the students are enrolled in courses that are open to the general public, as specified. Additionally, current law requires the governing board of a CCC district to assign a low enrollment priority to special part-time or full-time students in order to ensure that these students do not displace regularly admitted community college students (Education Code Sections 76001 and 76002).

**FISCAL EFFECT:** Unknown.

**COMMENTS:**

*Need for the bill.* According to the author, "Research has demonstrated that dual enrollment students are more likely to enter college, persist in college to completion, and graduate. Assembly Bill 30 increases access to college opportunities, streamlines the process to develop strong partnerships between K-12 and community colleges, and removes barriers for students.

We have seen many student successes since the implementation of the CCAPs in 2015 and want to continue to ensure that California commits to dual enrollment as a permanent and successful strategy to closing the achievement gap and creating seamless pathways from high school to college."

This measure proposes practical improvement to the CCAP partnership that will enable more colleges and high schools to formalize partnerships; this measure, in part, removes barriers for students by simplifying the application process for high school pupils to enroll in community colleges participating in the CCAP partnership.

**Dual Enrollment.** According to the United States Department of Education's Institute of Education Sciences Transition to College, What Works Clearinghouse Report of February 2017, dual enrollment programs allow high school pupils to take college courses and earn college credits while still attending high school.

Such programs, also referred to as concurrent enrollment, dual credit, or early college programs, are designed to increase college access and degree attainment, especially for students typically underrepresented in higher education. According to the report, dual enrollment programs support college credit accumulation and degree attainment via at least three mechanisms:

- 1) Allowing high school students to experience college-level courses helps them prepare for the social and academic requirements of college while having the additional supports available to them as high school pupils (this could reduce the need for developmental coursework).
- 2) Students who accumulate college credits early and consistently are more likely to attain a college degree.
- 3) Many dual enrollment programs offer discounted or free tuition, which reduces the overall cost of college and may increase the number of low socioeconomic status students who can attend and complete college.

**College and Career Access Pathways (CCAP) partnership.** Community college districts have several statutorily authorized methods by which apportionment can be claimed for minors enrolled by the district. However, a variety of conditions must be met by CCC districts that admit special part-time students.

In an effort to expand the availability of dual enrollment programs to a broader range of students, AB 288 (Holden), Chapter 618, Statutes of 2015, created another category of special admit options, the CCAP. The intent of this new pathway was to serve lower achieving students in an effort to reduce remediation, increase degree completion, decrease time to earn a degree, and stimulate interest in higher education among high school students who may not already be college bound or who are underrepresented in higher education.

According to information provided by the author's office, the program was structured to authorize a model more like the Long Beach Promise, which offers dual enrollment as a pathway, rather than a series of disconnected individual courses, and to provide greater flexibility in the delivery of courses at the high school campus. Unlike other concurrent enrollment options, AB 288 authorized community colleges to offer courses that are closed to the general public if offered on a high school campus, to grant special admit students higher enrollment priority than currently possible, and to exceed the current 11-unit cap per semester if the student is receiving both a high school diploma and an associate's degree.

In exchange for the greater flexibility, CCAP program districts must meet a variety of requirements relative to instructors, job displacement, preserving access for adult students, and allowances and apportionments.

To note, while CCD may operate a dual enrollment partnership through an early college high school or middle college high school, they are prohibited from operating as a CCAP partnership unless they comply with the provisions established pursuant to AB 288.

***The Committee may wish to consider*** that this bill was heard in the Assembly Higher Education Committee on March 6 and was passed as amended. Assembly Higher Education Committee amendments included:

- *Re-establishing a sunset date.* The introduced version of the bill removed the existing sunset of January 1, 2022. The Committee added a sunset date of 2027, in order to allow time for the initial report on the CCAP partnership due to the Legislature on January 1, 2021 to be reviewed, and for new schools to decide whether or not to participate with the CCAP partnership or for existing CCAP partners to continue their participation
- *Changing the frequency of the report.* A summary report that includes an evaluation of the CCAP partnerships is due on or before January 1, 2020. The Committee amendments removed the requirement that there be an additional report every 5 years.

***Prior legislation.*** AB 1809 (Committee on Budget), Chapter 33, Statutes of 2018. The Higher Education trailer bill authorized charter schools to enter into a CCAP with the governing board of a CCD.

AB 288 (Holden), Chapter 618, Statutes of 2015. Authorizes the governing board of a community college district (CCD) to enter into a CCAP partnership with the governing board of a school district in its immediate service area, with the goal of developing seamless pathways from high school to CCC in order to offer or expand dual enrollment opportunities for students who may not be college bound or who are underrepresented in higher education; and, outlines the conditions that must be met prior to the adoption of the CCAP agreement. Requires, on or before January 1, 2021, the CCC Chancellor to report to the Legislature, an evaluation of the CCAP partnerships, an assessment of trends in the growth of special admits system-wide and by campus, and, based upon the data collected recommendations for program improvements.

AB 1451 (Holden) of the 2013-14 Session was similar in nature to AB 288 of the 2015-16 Session. This bill was held in the Senate Appropriations Committee Suspense File.

AB 1540 (Hagman) of the 2013-14 Session would have specified that the governing board of a school district may authorize a pupil, at the recommendation of the community college dean of a computer science department or other appropriate community college computer science administrator, and with parental consent, to attend a community college during any session or term as a special part-time student and to undertake one or more computer science courses offered at the community college. This bill was held on the Assembly Appropriations Committee Suspense File.

AB 2352 (Chesbro) of the 2013-14 Session, would have removed early and middle college high school students concurrently enrolled at a CCC from receiving low priority admission status. This bill was held in the Senate Appropriations Committee.

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

Association Of California Community College Administrators  
California Community Colleges Association For Occupational Education  
California Edge Coalition  
Career Ladders Project  
Central Unified School District  
Citrus College  
College Of The Canyons  
Community College League Of California  
Compton Community College District  
Corona Norco Unified School District  
East Bay Leadership Council  
Foothill-De Anza Community College District  
Grossmont Cuyamaca Ccd  
Imperial Unified School District  
Kern Community College District  
Long Beach Community College District  
Los Angeles Community College District  
Los Angeles Unified School District  
Los Rios Community College District  
Mendocino Community College District  
Napa Valley College  
Norco College  
North Orange County Community College District  
Norwalk - La Mirada Unified School District  
Office Of The Riverside County Superintendent Of Schools  
Peralta Community College District  
Riverside Community College District  
Riverside County Public K-12 School District Superintendents  
San Bernardino Community College District  
San Diego Community College District  
San Jose-Evergreen Community College District  
Santa Monica College  
Santa Rosa Junior College  
Shasta Community College District  
South Orange County Community College District  
The Education Trust - West  
Yuba Community College District

**Opposition**

None on file.

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